

Vacaville Area General Plan



BACKGROUND

| | |
|----------|-------------------------------------------------------------|
| 3 | The Site |
| 4 | History of Development |
| 4 | How Local Governments Guide Physical Development |
| 4 | What is a General Plan? |
| 6 | History of Planning Activity in the Vacaville Planning Area |
| 7 | Community Participation |

BASIC DATA

| | |
|-----------|------------------------|
| 9 | Regional Relationships |
| 9 | Population and Growth |
| 11 | Economic Factors |
| 13 | Agricultural Factors |
| 13 | Land Use |
| 13 | Zoning |
| 15 | Circulation |
| 16 | Public Facilities |
| 16 | Appearance |

MAJOR ASSUMPTIONS, POLICIES AND PROPOSALS

| | |
|-----------|---------------------------------------|
| 19 | Population and Employment Assumptions |
| 19 | Major Policies |
| 20 | Major Proposals |

DESCRIPTION OF THE GENERAL PLAN

| | |
|-----------|-------------------------|
| 23 | Alternatives Considered |
| 24 | Land Use |
| 29 | Circulation |
| 30 | Public Facilities |
| 33 | Elmira |

METHODS OF CARRYING OUT THE GENERAL PLAN

| | |
|-----------|--------------------------------|
| 35 | Adoption |
| 85 | Public Information |
| 35 | Zoning |
| 36 | Subdivision Regulations |
| 36 | Official Plan Lines |
| | Referral |
| 36 | Capital Improvement Review |
| | Urban Renewal |
| 39 | Special Assessment Districts |
| 39 | Annexation Policy |
| 40 | Role of the Citizens Committee |

MAPS

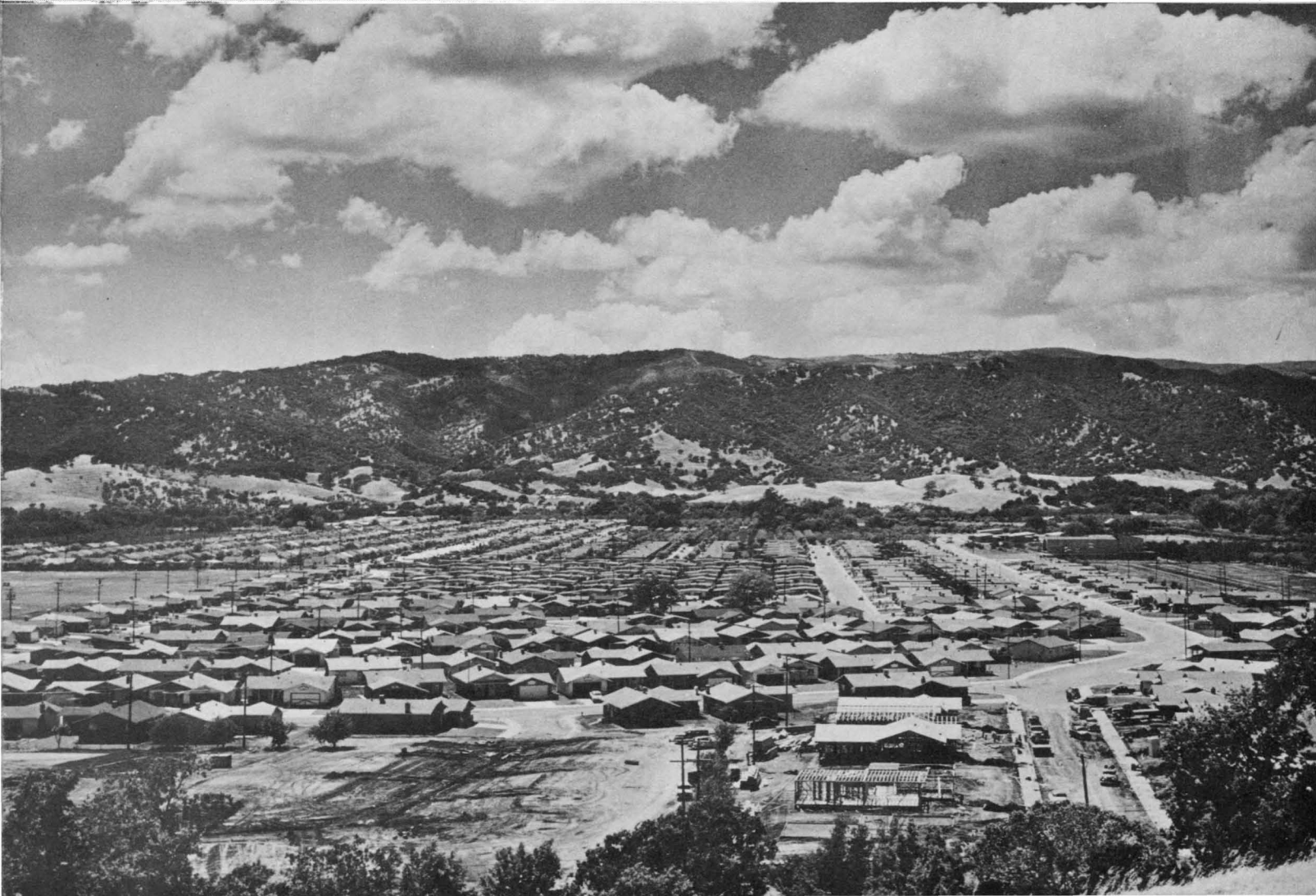
| | |
|-----------|----------------------------------|
| 12 | Agricultural Factors |
| 14 | Existing Land Use, Vacaville |
| 21 | Existing Land Use, Planning Area |
| 22 | General Plan |

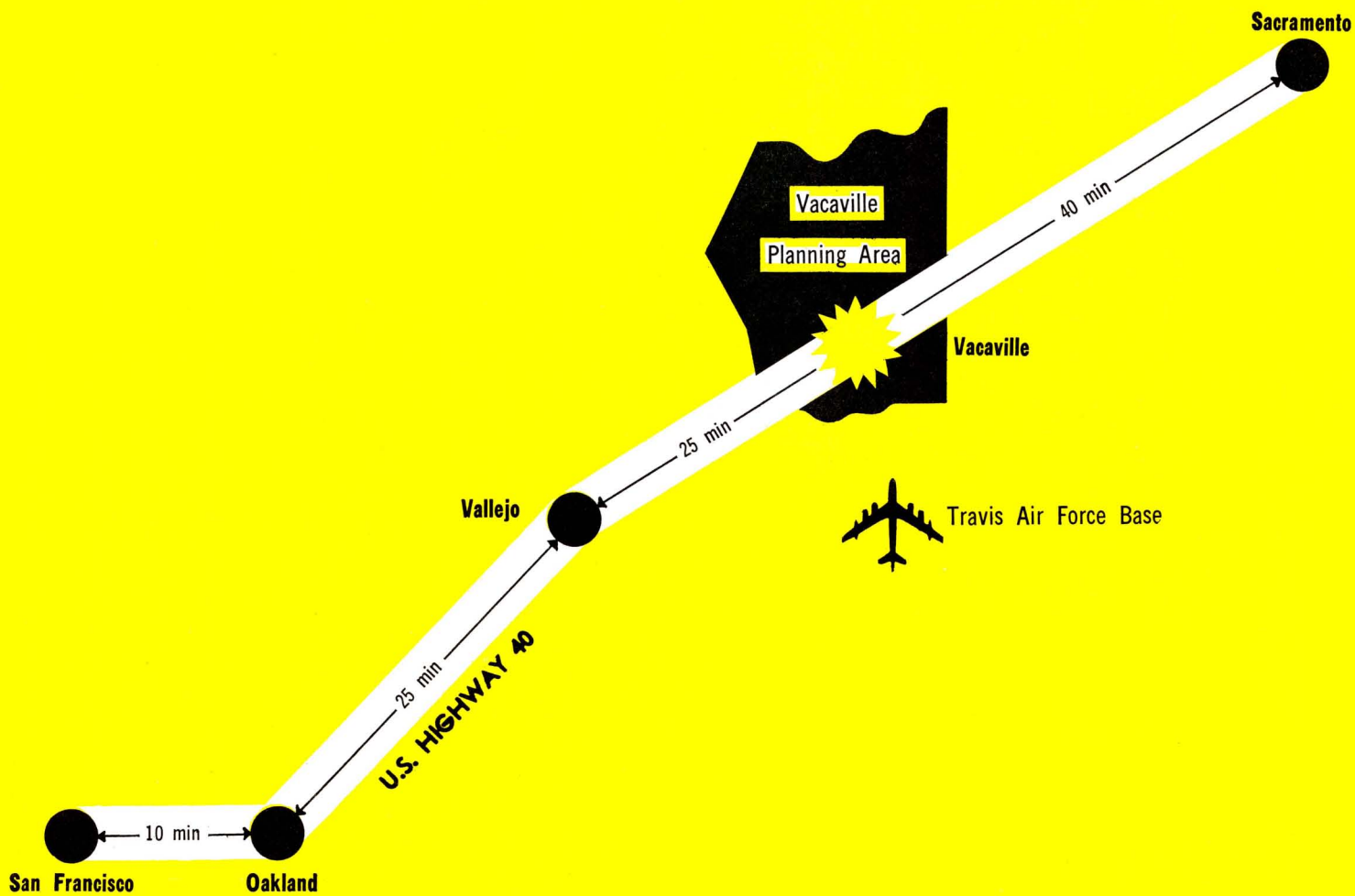
APPENDICES

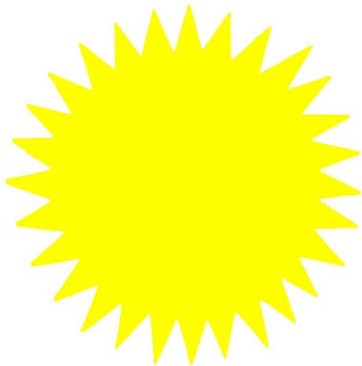
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| 43 | |
|-----------|--|

Vacaville Area General Plan

View of Vacaville, looking west, showing the accelerated growth of new residential development as it proceeds into Vaca Valley.







BACKGROUND

Vacaville is located on U.S. Highway 40, the main route between San Francisco and Sacramento. The City is 25 miles from Vallejo and 33 miles from Sacramento. Travis Air Force Base, the most important element in the area's economic life, is seven miles south of Vacaville.

The Site

Vacaville is situated at the point where the south end of Vaca Valley opens into the Central Valley of California at an elevation of 180 feet. The sharp contours of the English Hills separate the Vaca Valley from the Central Valley on the east. Beyond a low range of hills to the west is Lagoon Valley. Further west, the Vaca Mountains rise to an elevation of 2,810 feet seven miles from the city.

Solano County has been divided into seven planning areas by the County planning staff. The Vacaville Planning Area measures fourteen miles from north to south and twelve miles from east to west. Vacaville and Elmira, a community of 250 persons on the Southern Pacific Railroad main line, are the only urban settlements in the planning area.

The north boundary of the planning area is Putah Creek which forms the Yolo County line. The eastern boundary is a north-south line intersecting U.S. Highway 40 about two-thirds of the way from Vacaville to Dixon which was selected because it is the Vacaville Union High School District boundary. The boundary of the Fairfield-Suisun Planning Area, half way between Vacaville and Travis Air Force Base, forms the southern boundary of the planning area. The western boundary is the Napa County line on the Vaca Mountains ridge.

History of Development

In 1841 the Mexican Government granted ten square leagues in what is now northern Solano County to Juan Felipe Pena and Manuel Cabeza Vaca. A decade later William McDaniel bought the townsite of Vacaville for three thousand dollars and filed a plat. Vacaville was incorporated in 1892 as a general law city. The economy was based almost entirely on fruit raising until World War II. The climate gave Vacaville's early-ripening fruit an advantage in the market, but lack of irrigation water limited production. Between 1920 and 1940 the City grew from 1,254 persons to 1,608 persons. In 1950 the population was 3,169. Special censuses counted 5,650 persons in 1955, 7,353 in 1956, and 9,018 in 1957. This growth was caused by expansion of Basic Vegetable Products Company and construction of Travis Air Force Base and the California Medical Facility. Currently new home building in Vacaville continues at a rapid rate.

How Local Governments Guide Physical Development

A majority of the decisions made by city councils and county boards of supervisors are on physical development matters. Local legislative bodies must determine how each parcel of real property may be used, how land may be subdivided and when and where public improvements will be made. City councils also must decide whether areas proposed for annexation will be accepted. Councils and boards of supervisors have appointed citizen planning commissions to assist in this tremendous task by advising on all issues affecting the physical development of the community. Experience has shown that this job can be done properly only by the preparation, adoption and maintenance of a long-range, comprehensive, general plan.

What is a General Plan ?

The California State Planning Law provides that "Each commission or planning department shall prepare and the commission shall adopt a comprehensive, long-term general plan for the physical development of the city, county, area or region . . . The master or general plan shall consist of a map and a statement covering objectives, principles, and standards used to develop it . . ." Required elements of the plan are land use, circulation, and population densities and forecasts. All elements must be correlated.

The general plan has three functions:

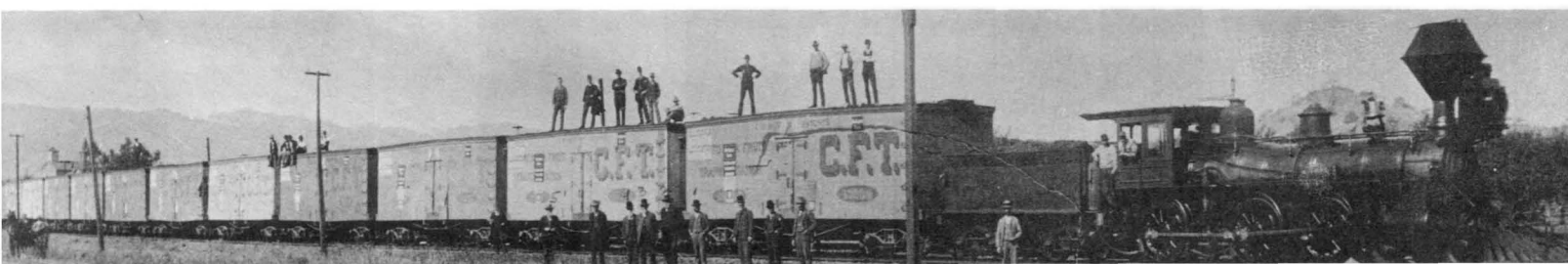
1. It enables the city or county, through the legislative body and planning commission, to consider alternatives and to determine a definite set of policies which will govern future development and a general design which expresses these policies.
2. It enables the legislative body and the planning commission to review all construction projects and annexation proposals in the light of a clear picture of desirable future development.
3. It enables public agencies and private property owners to relate their projects to the plan or to request modification of the plan.



Main Street, Vacaville, about 1879. The pleasant rural feeling of the city in its early days, with its trees and covered walks, would be a fine quality to recapture in a contemporary manner as the Redevelopment Agency plans today for the future rebuilding of the downtown area.



The growth of the fruit industry in Vaca Valley was phenomenal after the city's founding in 1850. Within 20 years, buildings and businesses sprang up to serve the agricultural community. By 1900 the Valley was producing half of all of California's deciduous fruit. In its peak years it produced 1800 carloads of fresh fruit a season



In order to fulfill these functions, the general plan must be long-range, comprehensive and general. "Long-range" means that the plan looks twenty to thirty years into the future. This is about as far ahead as reasonably accurate forecasts can be made, although some elements of the plan may be geared to a longer time schedule. "Comprehensive" means that all major physical elements — both public and private — are included. Planning problems are interrelated and cannot be considered on a piecemeal basis. Because the plan is comprehensive and long-range, it must also be "general". Only approximate sizes and locations of the various elements are shown. The general plan must be understandable and available to the public because the plan can be carried out only if it has public support.

The general plan must be kept up to date. As policies and conditions change, the plan must be changed because it is of little value if it does not reflect the latest and best thinking of the legislative body. Changes should be made only upon careful consideration after public hearings as required by State Law.

The general plan should not be confused with the zoning ordinance which is a law governing the uses of land and the locations and sizes of buildings. The zoning map is based on the general plan but must reflect present conditions more closely. The general plan takes a long-range look into the future, whereas the zoning ordinance takes a short-range look.

History of Planning Activity In the Vacaville Planning Area

In order to understand the present planning program it is necessary to review past efforts to guide physical development. In 1936 the Solano County Board of Supervisors appointed a Planning Commission composed of six citizens and three ex-officio members. The County's small planning staff has been kept busy with administrative work and has never had time to prepare a general plan for the County. The present subdivision ordinance was enacted in 1937 and the zoning ordinance in 1946. A new zoning ordinance has been prepared and is ready for adoption. During the last three years Solano County has joined with the cities to finance the preparation of general plans for seven planning areas which, when coordinated and linked together, will form a general plan for the entire county. Plans have been completed or are being prepared for the Vallejo, Fairfield-Suisun, Rio Vista, Vacaville, Cordelia-Green Valley, Benicia and Dixon planning areas.

Vacaville's first planning commission, consisting of eight citizens, was appointed in 1944. The first zoning ordinance was enacted in 1939, and a second ordinance was written in 1954. A new, modern zoning ordinance now is ready for adoption. The subdivision ordinance dates from 1948. In 1946, H. H. Jaqueth, Planning Consultant, prepared "A Plan for the City of Vacaville." Major proposals were extension of West Street north, opening East Main Street to U.S. Highway 40 and Elmira Road, extension of Browns Valley Road south to East Main Street, construction of a bridge across Ulatis Creek connecting Callen Street and Monte Vista Avenue, construction of a 100 car parking lot on Bernard Street, establishment of a park along the west bank of Ulatis Creek and construction of a City Hall at Kendal and Bernard Streets. The only proposal which has been carried out is the extension of West Street, although it still does not function as a through street.

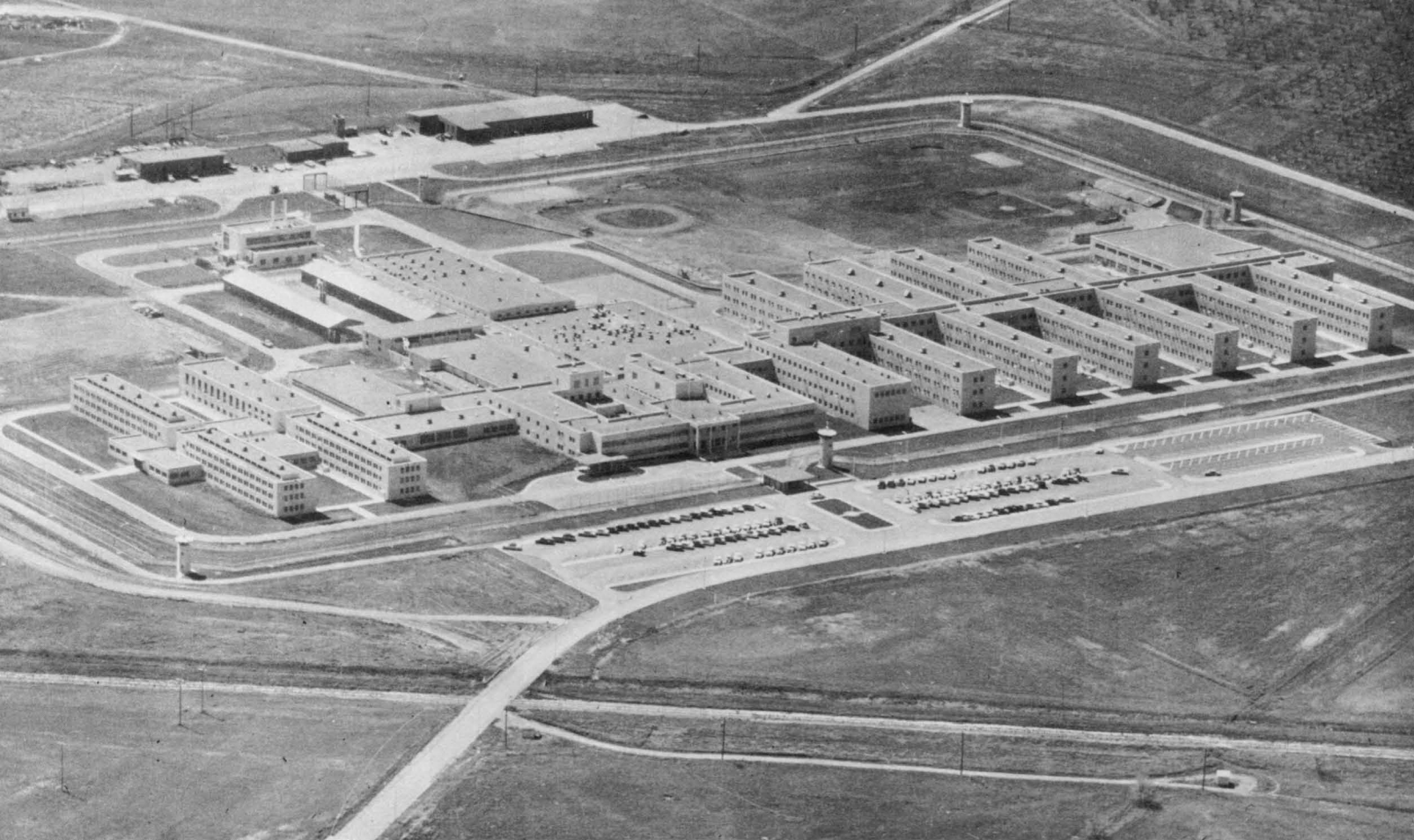
Community Participation

The necessity of community participation in the planning process cannot be overemphasized. Vacaville has had an unusually strong and successful citizen participation program. Although the public will is expressed most directly by election of city councilmen and county supervisors, before these bodies officially adopt a general plan they must assure themselves that the plan conforms with the views of a broad segment of the community. At the suggestion of the Consultant, a General Plan Advisory Committee was formed to assist the City and County Planning Commissions' General Plan Committee in formulating goals. Harold Youngblood was appointed chairman of the citizens group. In response to a call for volunteers, sixty-six people from all parts of the planning area attended an organizational meeting in June 1956. The group divided itself into sub-committees on agriculture, civic development, expansion, industry, and parks and recreation.

The committee defined its purposes as follows:

1. To implement the "democratic process" in developing a general plan for the area.
2. To translate the thinking of the people of the area for transmission to the official agencies involved.
3. To establish guide lines for the technical personnel to follow in formulating a general plan.
4. To maintain continuing vigilance so that the plan will be carried out in accordance with the desires of the people.

Seven general meetings and many subcommittee meetings were held before completion of a final report in November. The General Plan Committee of the City and County Planning Commissions then reviewed the report and transmitted its conclusions with minor modifications to the Consultant as the objectives to be expressed in the plan.



↑ The California Medical Facility pictured above, nestles at the foot of the Vaca Mountains two miles from the city. It is a hospital prison designed by the California Department of Corrections as the psychiatric diagnostic and treatment center.

↓ Monticello Dam, 18 miles from Vacaville, was completed in 1957. It will have an ultimate storage capacity of 1,600,000 acre feet. Water carried in the distribution system of this project will in future years greatly benefit the Vacaville Planning Area.



BASIC DATA

A sound general plan must be based on thorough study of the community. The consulting staff made surveys of all factors affecting the physical development of the planning area. Maps were prepared illustrating regional relationships, existing land use, existing zoning, agricultural factors and traffic counts. Studies were made of population, subdivision and annexation trends, schools, recreation, utilities, transport facilities, employment, retail sales, assessed valuations, tax rates and the appearance of the community. All existing plans and pertinent city and county ordinances were reviewed.

Following is a summary of the most important facts which influenced the policies and design of the General Plan.

Regional Relationships

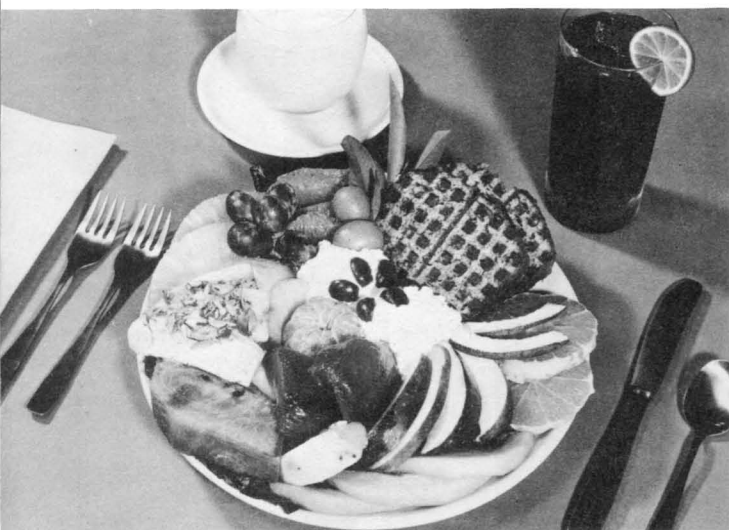
Driving time from Vacaville to Sacramento is forty minutes, to Vallejo twenty five minutes, to Oakland one hour. Most residents of the planning area have stronger ties with the Sacramento Metropolitan Area than with the San Francisco Bay Area. A significant amount of shopping is done in Fairfield and Vallejo.

Population and Growth

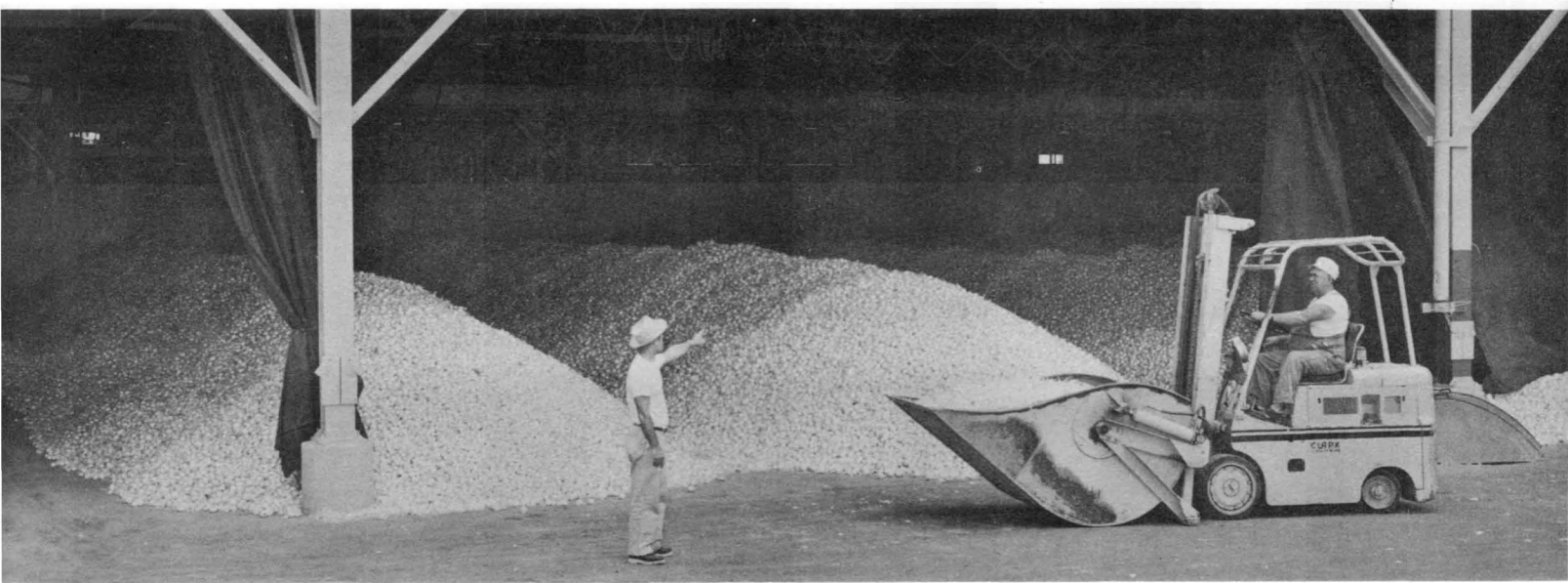
A special census in May 1956 revealed 7,353 persons living in 2,182 dwelling units in the City of Vacaville or an average per dwelling unit of 3.37 persons. Assuming the same family size,



Travis Air Force Base, seven miles from Vacaville, is one of the largest air bases on the Pacific Coast, housing units of both MATS and SAC. It contributes largely to the economic support of the community. Many of its personnel have purchased homes and live in Vacaville.



Most of Vacaville's private enterprises deal with agricultural product processing. Basic Vegetable Company is the largest producer of dehydrated onion products in the nation. Vaca Valley Dairy distributes home produced milk to many of the neighboring communities as well as Vacaville. The famed Nut Tree restaurant utilizes many locally grown fruit, vegetable, and nut products in the preparation of its menu.



school enrollments indicate that there were 4,260 persons living in 1,260 dwelling units outside of the city. Total population in the planning area was 11,600. Nearly all of the urban population lives within the one and one-half square mile area bounded by the City limits. Urbanization of unincorporated areas has been prevented by the City's policy of requiring annexation before providing water or sewage disposal service. There were thirty annexations between July 1946 and April 1956 varying in size from eight to one hundred ten lots and totaling 1,367 lots. From 1953 to 1956 an average of 250 new homes per year were built in the City.

Economic Factors

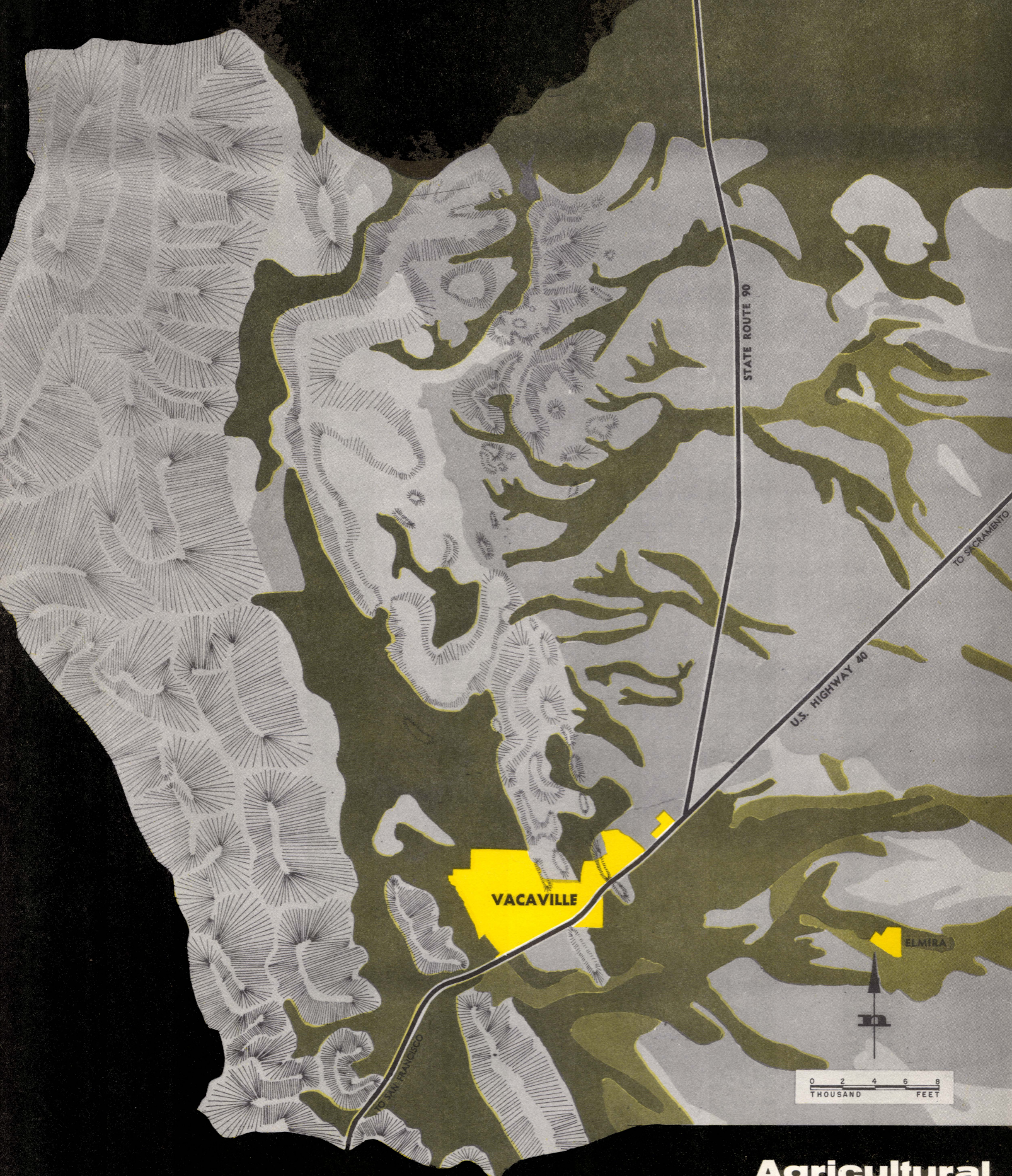
In the last ten years assessed valuation of the City increased 450 per cent to \$6,117,000, but the City tax rate has remained stable.

The Solano Project, a major U.S. Bureau of Reclamation project for the storage and distribution of water for agricultural, industrial and domestic uses, is nearing completion. Berryessa Lake, a 1,600,000 acre foot storage reservoir, has been impounded by Monticello Dam located at the point where Napa, Yolo, and Solano counties join in the Putah Creek Canyon. A low diversion dam on Putah Creek two miles west of Winters has created a lake two and one-half miles long, and a distribution canal runs south through the planning area along the eastern edge of the English Hills. In addition to providing water, the project will prevent floods and will create an attractive natural area which could be developed as a major recreation park.

Retail sales volume in the planning area is low. The retail sales study indicated that a significant percentage of Vacaville residents make their major purchases outside the planning area. Only 39 per cent of shopping goods sales (furniture, appliances, etc.), are made within the Vacaville area. The rest of the business goes to Fairfield, Vallejo, Sacramento, and the Bay Region.

Travis Air Force Base is a Military Air Transport Supply and Strategic Air Command installation which currently is manned for instantaneous operation against an enemy. Consequently the present military and civilian complement of 11,000 is not expected to change significantly. Even in the event of war, personnel would not increase by more than 20 per cent. Military personnel, comprising 85 per cent of the total complement, will soon be housed completely on the base in order to be ready for immediate action.

Other major employers are California Medical Facility (State Department of Corrections), 331 (expansion to 525 planned); Basic Vegetable Products, 100 to 450 depending on the season; The Nut Tree (highway restaurant, specialty shop, and toy shop), 125 to 200, Vaca Valley Creamery, 24 to 30. These employers account for a maximum of 973 in an urban labor force of 2,400. These figures are based on the assumption that 30 per cent of the total Vacaville population is in the labor force, as it was at the time of the 1950 Census.



Agricultural Factors

12

URBAN AREA

GRADE 1 SOIL

GRADE 2 SOIL

GRADE 3 SOIL

GRADE 4 SOIL

Agriculture Factors

Twenty five per cent of the planning area, including nearly all of the Vaca Valley, is Class I soil (best grade for agriculture according to the Storie Index). Sixty per cent of the planning area is irrigable (Class I, 2 or 3 soil).

Fruits and nuts account for half of the \$7,000,000 annual agricultural production. Tomatoes, beef cattle and sugar beets are next in value.

Completion of the Solano Reclamation Project will permit a ten-fold increase in the amount of irrigated land in the Vaca Valley.

Retention of land in agricultural use cannot be justified on economic grounds alone. In areas close to existing development, land prices are always higher for urban uses than for even the most valuable agricultural use.

Land Use

Large flat areas south of U.S. Highway 40 and west of Browns Valley Road are served by railroads and freeways and are available for industrial development.

Removal of temporary public housing by 1961 will make available for public or private development six central sites ranging from one-half acre to nine acres in area and totaling nineteen acres. Industrial, commercial and residential uses are inharmoniously mixed in the area east of Davis street and north of U.S. Highway 40.

Ribbon commercial development lines Merchant Street, Davis Street and Sacramento Street.

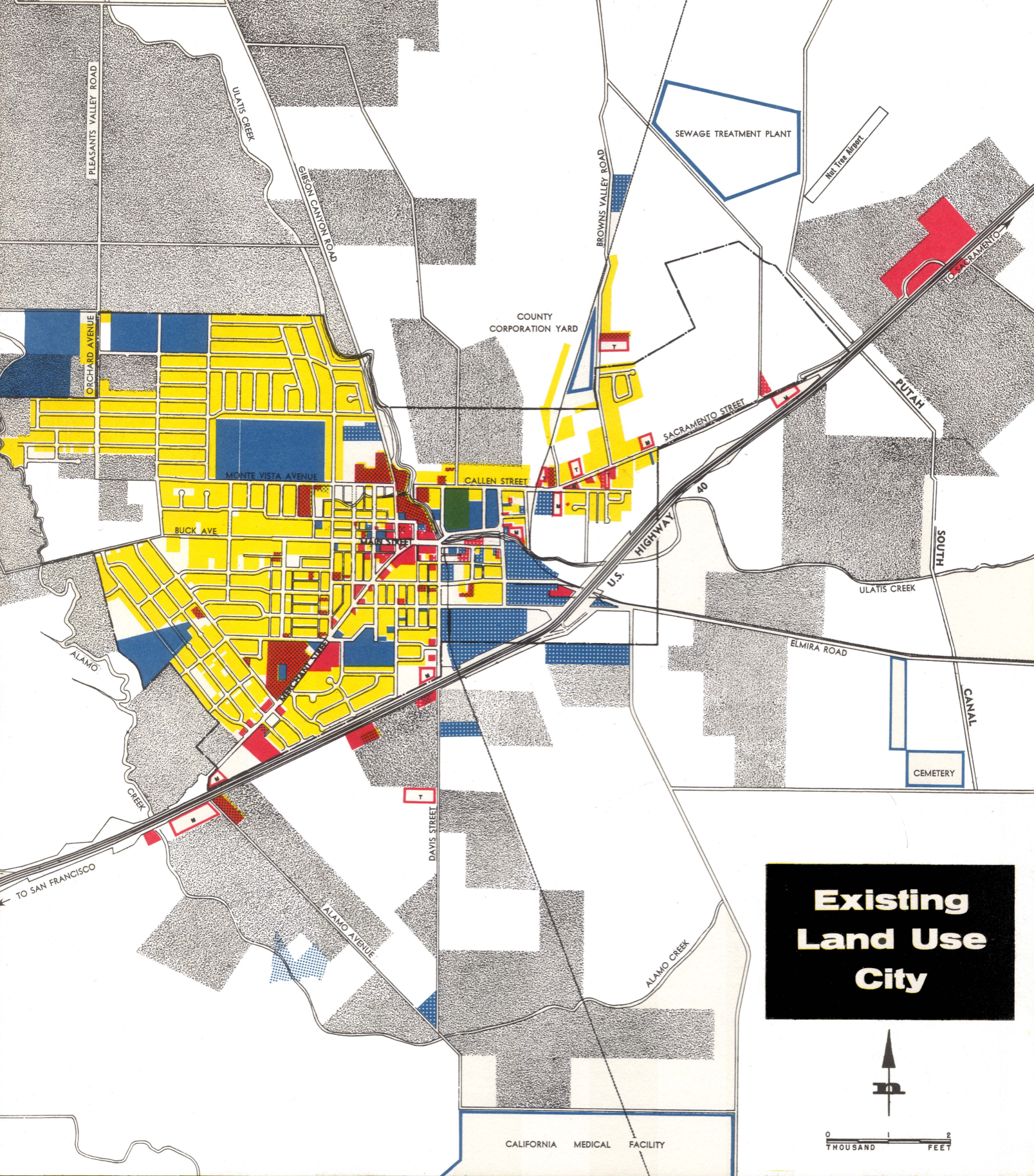
About sixty homes have been built in the Alamo Avenue - Davis Street triangle south of U.S. Highway 40. Some are substandard but many are new.

Zoning

The 1954 Zoning Ordinance divided the City into three districts: residential, commercial, and industrial. The entire frontages of Merchant Street and Sacramento Street were in the commercial district. While preparation of the General Plan was in progress, the Zoning Ordinance was repealed and replaced by an interim regulation which allows new uses to be established only upon granting of a use permit. One-family residences are exempt.

Prior to commencement of the planning program the County had zoned only the area within 1,000 feet of U.S. Highway 40. Under present interim zoning regulations a use permit is required to establish any use within the unincorporated area.

The interim ordinances will be repealed when the new City and County Zoning Ordinances are adopted.



Existing Land Use City



0 1 2
THOUSAND FEET

SINGLE FAMILY RESIDENTIAL

MOTEL, TRAILER PARK

COMMERCIAL SERVICE

PUBLIC, SEMI PUBLIC

ORCHARD

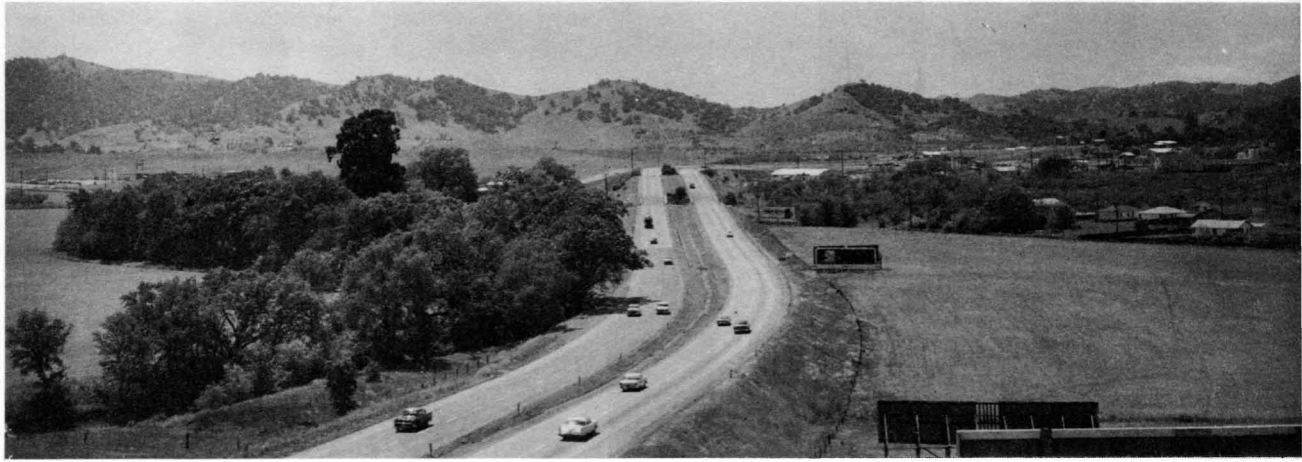
MULTI-FAMILY RESIDENTIAL

COMMERCIAL

INDUSTRIAL

RECREATION PARK

VACANT



View of U. S. Highway 40 taken near the Bennett's Hill area.

Circulation

U.S. Highway 40, the main route from San Francisco to Sacramento, adjoins the City on the south but does not divide it. The California State Division of Highways plans an eight lane freeway on U.S. 40 with new interchanges located at Lagoon School Road, Alamo Avenue - Merchant Street, Davis Street, Sacramento Street, the Winters Freeway, just south of the Pacific Gas and Electric Company's Vaca-Dixon substation and at Hartley-Midway Road. State Route 90, the Winters Road, is to be improved as a six lane freeway with interchanges at Hartley-Midway Road and Allendale-Peter Road.

Traffic counts indicate that points of heavy concentration and congestion within the City are on Merchant Street near Main Street and at the Ulatis Creek Bridge.

Merchant Street is now the most important entrance to the City, carrying volumes equal to one and one-half times Mason Street, two times Sacramento Street and two and one-half times Davis Street.

Mason Street, Davis Street and Alamo Avenue feed into Peabody Road as a major route to the California Medical Facility and Travis Air Force Base.

Creeks with few crossings create barriers to traffic movement.

A monotonous gridiron pattern of wide streets in new subdivisions encourages fast through traffic.

The only off-street parking in the central district is provided by the banks and the Safeway store.

Public Facilities

Elementary schools (grades kindergarten through 6) are administered by the Vaca Valley Union School District and by eight one-school rural districts. Some of the rural schools have seventh and eighth grade classes. All four Vaca Union District elementary schools are located within the City and the buildings are less than eight years old. All are adequate except the Ulati School which is on a substandard site (5.6 acres) and is not centrally located in its future service area. The elementary school system is operating at 113 per cent of its present capacity and 87 per cent of its ultimate expanded capacity.

Junior high school facilities (grades 7 and 8) are provided by the Vaca Valley Union School District. Monte Vista School, built in 1952, is operating at near capacity (400) and cannot be expanded using State aid funds because it is on a substandard site (8.7 acres) which cannot be enlarged. The District has selected a second junior high school site consisting of 24 acres on South Orchard Avenue.

The Vacaville Union High School District includes most of the planning area. Present enrollment at the high school is 525, and the capacity is now being increased to 850. Plans have been prepared to accommodate 1,200 students. The twenty eight acre site cannot be enlarged because of surrounding residential development.

The only public recreation area other than school sites is 5.7 acre Andrews Park which has a baseball diamond, tennis court and picnic tables. A proposal of Solano and Yolo Counties for a 2,000 acre State Park on Putah Creek below Monticello Dam was rejected by the State Park Commission. The lake to be created by the diversion dam will attract more visitors to this already popular recreation area. Possibilities of a County park are being studied.

Most City departments are housed in cramped or temporary buildings. The City Hall is in a temporary public housing project. The police department is in the former City Hall on East Main Street. The library on Main Street at Parker Street is in a building which cannot be readily expanded. A new fire station recently was built at Kendal and Dobbins Streets.

The Vaca-Dixon airport five and one-half miles north of Vacaville on U.S. Highway 40 has a 2,400 foot runway. Proximity to power lines radiating from the Pacific Gas and Electric Company's Vaca-Dixon substation makes major expansion of the field impractical. The Nut Tree area has a 1,900 foot airport.

Appearance

Large trees arching over the shady streets in the older residential section of the City contrast with the young trees growing in the new subdivisions.

Well kept properties indicate community pride.

The central business district is drab and unattractive. Most of the buildings are more than forty years old and have not been remodeled. Broad expanses of pavement create a hot, bare appearance in summer. Sidewalks and streets are cracked and rough. Trees and other planting are lacking.

The Merchant Street approach to the City is dominated by large, garish signs on stores and the numerous service stations.

The proximity of surrounding wooded hillsides creates a pleasant outlook in many parts of the community.





Vacaville, like many cities today, contains buildings dating back many years, often times inharmoniously jumbled together with principal parking provided on its Main Street. In the past few years however, an awareness of good planning and contemporary architecture is producing buildings such as the Vaca Valley Bank building at left.



MAJOR ASSUMPTIONS, POLICIES AND PROPOSALS

Population and Employment Assumptions

Population projections and studies of future industrial employment were made for the San Francisco Bay Area Rapid Transit Survey in 1954. Because Vacaville and Solano County are parts of a larger economic area, their growth cannot be projected without taking the rest of the Bay Region into account. Consequently the Rapid Transit Survey population projections were used as the basis for predicting the future growth of the Vacaville area. High forecasts for the nine county Bay Area were 4,800,000 in 1970 and 7,000,000 in 1990. The most probable distribution of population among counties when the Bay Area reaches 7,000,000 would assign 500,000 people to Solano County.

Because industrial employment will be the major cause of population increases and because industrial employment represents a predictable percentage of total population, distribution of urban population within Solano County was made on the basis of industrial potential. According to the 1950 census, in the Bay Area counties, 40 per cent of the population was in the labor force and 20 per cent of the labor force was employed in industry. Of the total high projection of 40,000 industrial jobs in Solano County, 3,200 are anticipated to be in the Vacaville Area. Applying the 1950 labor force formula, the urban population of the planning area would be approximately 40,000.

MAJOR POLICIES

Major policies were set by the General Plan Committee of the City and County Planning Commissions after review of the report of the General Plan Advisory Committee and the results of surveys made by the Consultant.

Agriculture vs Urban Expansion

The Sub-committee on Agriculture of the Advisory Committee recommended that "High quality soils should be preserved for agricultural use." By vote of the entire Committee the following statement proposed by the Sub-committee on Expansion was added to the report: "Orderly expansion of Vacaville should be encouraged without regard to the classification of lands naturally to be encompassed by that growth." The General Plan Committee decided that all lands which will remain in the Solano Irrigation District should be considered first on the basis of their agricultural potential.

Shopping Areas

The Vacaville central district should continue to be the principal shopping center serving the planning area.

Residential Areas

Vacaville should encourage construction of homes and apartments of varying types and price ranges.

Industry

Efforts should be made to attract various desirable types of industry.

Recreation

Woods, streams and hills should be preserved as parks wherever possible.

Civic Development

Public buildings should be grouped in a civic center.

MAJOR PROPOSALS

Land Use

Residential expansion from the existing core north of U.S. Highway 40 to accommodate 23,500 persons in "inner neighborhoods".

"Outer neighborhoods" housing a total of 16,500 persons and separated by wide greenbelts conserving agricultural lands where possible and enabling residents to enjoy urban conveniences while living close to open country.

Modernization and expansion of the central district to enable it to serve as the principal shopping center in the planning area.

Development of five neighborhood shopping centers.

Retention of the triangle bounded by U.S. Highway 40, Ulati Drive (Davis Street) and Alamo Drive (Avenue) in agricultural use until more evidence pointing to the desirability of another use of the area is evident.

Circulation

A spine system of streets minimizing through traffic interference in neighborhoods and providing direct access to U.S. Highway 40 from all neighborhoods. Most important new elements are Ulati Drive (connection of Davis Street and Gibson Canyon Road), Alamo Drive following Alamo Creek from U.S. 40 to Ulati Drive, and Main Street connecting the central district to an interchange on U.S. 40.

Public Facilities

Thirteen new elementary schools, two new junior high schools, one new high school and a junior college.

Seventeen 8 acre neighborhood recreation parks, enlargement of Andrews Park, a new 50 acre park on the east bank of Ulati Creek, two new 24 acre community recreation parks and two 18-hole golf courses.

A 15-acre civic center at Monte Vista Avenue and Ulati Drive.



Existing Land Use Planning Area

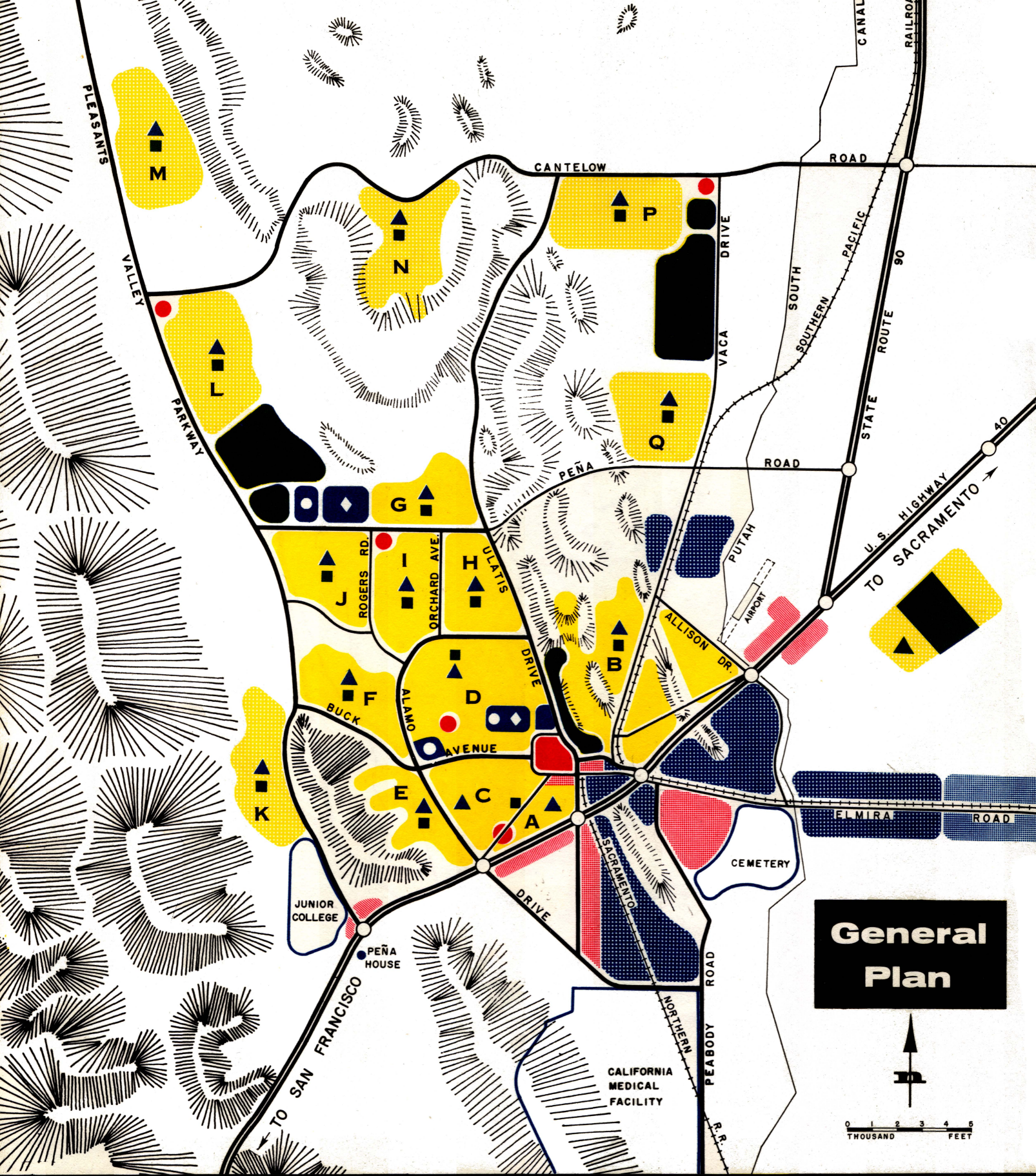
URBAN AREA

PUBLIC, SEMI PUBLIC

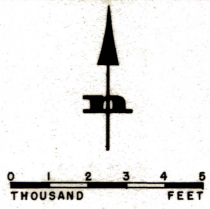
ORCHARD

CULTIVATED LAND

UNCULTIVATED LAND



General Plan



- | | | | | | | | |
|-------------------|-------------------|--------------------|--------------------|--------------------|-----------------------|--------------------|------------------|
| OUTER RESIDENTIAL | INNER RESIDENTIAL | COMMERCIAL | COMMERCIAL SERVICE | HIGHWAY COMMERCIAL | INDUSTRIAL | INDUSTRIAL RESERVE | AGRICULTURE |
| CIVIC CENTER | ELEMENTARY SCHOOL | JUNIOR HIGH SCHOOL | HIGH SCHOOL | RECREATION PARK | FREEWAY & INTERCHANGE | MAJOR STREET | SECONDARY STREET |



The General Plan advocates the separation of urban areas by green belts and natural mountain areas.

DESCRIPTION OF THE GENERAL PLAN

Alternatives Considered

Three alternative plans were presented to the General Plan Committee for consideration. Each provided for an urban population of 40,000.

Sketch plan A proposed the kind of development which probably would result if the growth of Vacaville were permitted to take its "natural course". Residential areas were scattered up the Vaca Valley along thoroughfares on the fertile flat land beyond present development. Two new residential neighborhoods were shown south of U.S. Highway 40.

Sketch Plan B portrayed a compact city filling all buildable areas at the south end of Vaca Valley. No residential development was shown south of the freeway.

Sketch Plan C placed all new population, except that necessary to fill existing schools, in new outer neighborhoods located north of U.S. highway 40 on less productive agricultural lands and separated by greenbelts at least a mile in width.

The Planning Commissioners decided that the General Plan should be based on a combination of the principles of Plans B and C. Three-fifths of the population is concentrated in compact neighborhoods at the south end of Vaca Valley, and two-fifths is in dispersed outer neighborhoods.

For the purpose of clarity, elements of the General Plan are described separately, but it should always be borne in mind that they are inter-related. Land use, for instance, determines the need for traffic circulation routes, and accessibility may determine land use.

LAND USE

Agriculture

Although non-agricultural activities are primarily responsible for Vacaville's recent rapid growth, agriculture remains the most important land use. Completion of the Solano Reclamation project and the irrigation system will increase production and raise the value of agricultural properties.

Expansion of a city located in a rich valley inevitably encroaches on agricultural land. Unfortunately, in many instances the choice areas for residential development also are the best farming lands. Expansion in the new neighborhoods adjoining existing development will preempt approximately 1,100 acres of Class I agricultural land. Where terrain permits, the outer neighborhoods are located on less valuable soils. Close to 60 per cent of the area ultimately to be occupied by these neighborhoods is classified as Storie Index 2 or lower. A total of roughly 3,600 acres of Class I land is proposed to be taken out of agricultural use for residential neighborhoods, public facilities and industrial sites. This figure represents only 14 per cent of the 24,300 acres of prime farm land in the planning area. If an effort had not been made to conserve Class I soils, 25 per cent of the land in this category would have been devoted to urban uses.

Rural population is expected to drop slightly to about 3,500 during the period covered by the Plan. More efficient agricultural methods tend to reduce rural population, but increased production resulting from a new source of water supply will have the opposite effect.

Residential Areas

Residential areas are divided into neighborhood units, each large enough to require an elementary school. An ideal neighborhood has a well defined boundary, such as a stream, hillside or thoroughfare, and is separated from commercial and industrial areas but conveniently related to them. Through traffic should not enter the neighborhood, and elementary school students should not have to cross a major street between home and school.

Two kinds of residential neighborhoods are shown on the Plan: inner neighborhoods and outer neighborhoods. The ten inner neighborhoods include the existing urban residential areas and adjoining lands with suitable terrain to the north and east. Here 23,500 people could live under conditions typical of a pleasant California urban community of this size. Lot sizes would be similar to those in Vacaville's newer subdivisions. The seven outer neighborhoods, each with a capacity of approximately 2,350 people, are dispersed among the agricultural lands, as close as a half mile and as far as four miles from the edge of the central city. In every instance but one the outer neighborhoods are separated from other urban development by a mile or more of predominantly open land. The intervening open spaces are devoted to institutional, recreational and agricultural uses. The purpose of the outer neighborhoods is to allow the future residents of the planning area the opportunity to enjoy urban conveniences while living close to open country, much as the typical Vacaville resident does today. However, lot sizes would be larger, and the development pattern would be more suburban than urban.



Vacaville, at the foot of rolling hills and picturesque mountains, provides an attractive setting for well kept homes in the newer subdivisions as well as the older residential sections of the city.



The size of the residential neighborhoods as shown on the General Plan was determined primarily by population density (number of dwellings per acre) and the number of dwellings it takes to support an elementary school. Full development of the existing inner neighborhoods would bring the population to 9,400 and would fill existing elementary schools to their capacity of 2,100. Each of the new inner neighborhoods would contain an average of 2,350 persons or 620 families and would occupy 200 acres including streets. Maximum elementary school enrollment would be 650. These figures are based on the premise that the average population density would be five families per net acre or the equivalent of 8,000 square foot lots. Lot sizes might vary between 6,000 and 10,000 square feet or more, and some multiple dwellings would be included. If developed at the scale shown on the Plan, the seven outer neighborhoods would have a population of 16,500, assuming that the average density were 2.5 families per net acre, half that proposed for the inner neighborhoods. The average lot size would be 17,500 square feet, but lots might vary from 10,000 square feet to an acre. Each neighborhood would occupy 340 acres.

Triangle Area

The Alamo Drive-Ulatis Drive triangle south of U.S. Highway 40 was the subject of much discussion while the Plan was being prepared. About 65 homes have been built in the triangle. Many factors point to the difficulty of making this area a desirable residential neighborhood. Separation from schools, recreation areas, shopping centers and other neighborhoods by the freeway and proximity to the Medical Facility and proposed industrial areas are serious disadvantages. There are no sewers in the area at present. Because the triangle is close to existing development it cannot be expected to remain in agricultural use indefinitely. It is less likely to attract industrial development than vacant land adjacent to the railroads and the freeway. If the long-range use of the triangle is to be residential, enough homes should be built to support an elementary school and neighborhood recreation park south of the freeway, and it should be recognized that utility lines will have to be extended and police and fire protection provided. The General Plan Committee decided that this area should be designated agricultural on the Plan until a specific development plan is submitted which indicates that either industrial or residential development is more advantageous to the community.

Neighborhood Development Priorities

The best irrigated agricultural land cannot compete on the open market with urban uses. Therefore, planning for permanent preservation of an agricultural belt close to the core of the City would not be realistic. However, to promote orderly expansion of urban facilities, it is important that neighborhoods be built one or two at a time before rezoning new areas to encourage their development.

The agricultural lands in the Vaca Valley which will be irrigated by the Solano Project should be preserved for at least a generation. To accomplish this objective and to foster the orderly growth of the City, a schedule of development priorities for neighborhoods was adopted. First priority

will be completion of development of the existing neighborhoods served by school facilities; second and third priority will be the neighborhoods located principally outside the Solano Irrigation District; fourth priority will be the neighborhood which is partially within the District; fifth priority will be the neighborhoods wholly within the Irrigation District.

Neighborhood A, as shown on the General Plan, already is complete and consequently is not assigned a priority. The other neighborhoods indicated on the Plan should be developed in the following order:

First Priority — Completion of existing B, C, and D neighborhoods. (B may develop slowly because of its hilly terrain.)

Second Priority — E and F neighborhoods.

Third Priority — G neighborhood.

Fourth Priority — H neighborhood.

Fifth Priority — I, J, and K neighborhoods.

No priorities were assigned to the outer neighborhoods (L through Q) because only one of them is on Class I irrigable soil, the Cherry Glen Area. However, development of the outer neighborhoods would tend to diminish the demand for development of the fifth priority neighborhoods, and they would remain in agricultural use as long as economically practicable.

Commercial Areas

Proposed commercial areas are based on careful forecasts of future sales. It is assumed that residents of the planning area will make 50 per cent of their "shopping goods" purchases (furniture, apparel, etc.) and 95 per cent of their convenience goods purchases (food, drugs, etc.) in the planning area. Sales can be expected to increase from the present \$4,557,000 to \$27,200,000 by the time the population reaches 44,000. Of the total, \$7,750,000 of sales has been allocated to neighborhood shopping centers. The remaining \$19,450,000 would be spent in the central district. The area requirements of shopping centers were calculated on the basis of annual retail sales per square foot which reasonably can be anticipated, with allowances for office space, off-street parking, open areas and landscaping.

Central District

Approximately 38 acres will be needed for the expanded and modernized central district if twice as much parking space as store space is provided and space for offices is included. The proposed central district is bounded by Monte Vista Avenue, West Street, Mason Street and Ulatis Drive. This area would be a compact unit, convenient for pedestrians and free from through traffic. Experience has shown that commercial areas should be concentrated rather than strung out along arterial streets. Ribbon development interferes with traffic flow, is inconvenient to shoppers visiting more than one store, discourages residential development of adjacent frontage, and often is unsightly because of large signs competing for the eye of the passing motorists.

The General Plan proposes that the central district be enlarged and improved so that it can capture a significant portion of the shopping goods sales to Vacaville residents now being made outside the planning area. In addition, the central district is designed to serve as a neighborhood shopping center supplying the convenience goods needs of the residents of adjacent neighborhoods. New stores, offices and restaurants, landscaping and creation of shaded squares could make the central district a focal point for community life as well as a prosperous shopping center.

Neighborhood Shopping

Neighborhood shopping centers are intended to serve daily needs for food, drugs, hardware, cleaning and laundry agencies, gasoline and other convenience items. Five centers are proposed, each containing six acres including one acre of store space, one acre for service station sites, three acres of parking space and one acre for walks and landscaping. Three neighborhoods or approximately 7,000 persons would be served by each center. Stores on lower Merchant Street now form a loosely organized shopping district. New centers would be on Orchard Avenue at Monte Vista Avenue, Pena Road at Rogers Road, Cantelow Road at Pleasants Valley Parkway and Cantelow Road at Vaca Drive. Most residents of the inner neighborhoods would be within one-half mile of a shopping center, while those in outer neighborhoods would be no more than two miles away.

Commercial Service Areas

Commercial services are activities which are not dependent on pedestrian traffic and do not belong in retail shopping areas. Included are automobile sales and service, lumber yards, laundries, wholesale establishments, printing shops and the like. The Plan proposes a commercial service district of seven acres bordering the central district on the south and intended primarily for automobile agencies and repair garages. A second area on Elmira Road south of U. S. Highway 40 would be a suitable location for building materials yards and other large space users.

Highway Commercial Areas

The Plan calls for a limited amount of commercial frontage on U. S. Highway 40 freeway service roads which should be used for gasoline stations, restaurants, motels and other uses catering to highway traffic. Highway frontage is not a convenient location for commercial establishments intended primarily to serve the community.

State Division of Highways forecasts indicate that traffic volumes in 1975 will be about 2.2 times present volumes. If highway business increases in proportion, at least twice the present area will be needed. The Plan could provide for a substantially greater increase in highway commercial space in order to avoid creating land monopolies. If this much area were not needed, the properties would remain in agricultural use and the community's development pattern would not be disrupted. An extension of the existing Nut Tree Area on both sides of the freeway is shown on the Plan. Other commercial areas are located on U. S. Highway 40 at the Pleasants Valley Parkway interchange and between Alamo Drive and Davis Street.

Industrial Areas

The forecast of industrial space needs is based on assumptions of the number of industrial employees and the employee density per acre of industrial land. Optimistic assumptions indicate a need for a maximum of 650 acres. In order to provide a choice to industrial developers, this figure has been doubled and 1,300 acres is designated. As additional insurance against a shortage of industrial land, over 1,000 additional acres along the Southern Pacific main and branch lines has been classified as "industrial reserve" and should be withheld from other urban uses. This generous allocation of land to industrial use would prevent the supply from becoming so limited that prices would be artificially increased and industrial development thus discouraged.

Circulation

The major street system is designed to provide direct access to all parts of the planning area without bringing heavy traffic through residential neighborhoods. All major community facilities are served by major or secondary streets. Direct routes lead from all neighborhoods to U. S. 40 and across the freeway to major destinations such as the industrial areas, the California Medical Facility and Travis Air Force Base.

U. S. 40 and State Route 90 (Winters Road) are to be improved by the State Division of Highways as freeways with no access permitted except at interchanges. The General Plan proposes interchanges on U. S. 40 at Pleasants Valley Parkway, Alamo Drive, Ulati Drive, Main Street and Mason Street, Allison Drive, Winters Freeway, McDonald Road, Weber Road and Cantelow Road. Interchanges on the Winters Freeway would be at Pena Road, Cantelow Road, Allendale-Peter Road, Sweeney Road and Gaddini Road - Putah Creek Road.

Major streets shown on the General Plan would have four moving lanes. A median strip providing protection for left turns is proposed where adequate right of way is available. The major street network consists of:

PLEASANTS VALLEY PARKWAY running north from U. S. Highway 40 through Lagoon Valley and crossing Putah Creek east of the proposed park area.

ALAMO DRIVE northwest from Peabody Road to U. S. Highway 40, north along Alamo Creek and turning east to Ulati Drive. Between U. S. 40 and Orchard Avenue a new right of way is proposed running along the Creek and a power transmission line. Right angle turns west of Peabody Road are eliminated.

ULATIS DRIVE from Alamo Drive south of U. S. Highway 40 north to Cantelow Road. Connection of the present Davis Street and Gibson Canyon Road along Ulati Creek would form a through route.

PEABODY ROAD from the south boundary of the planning area north to Elmira Road near U. S. Highway 40.

BUCK AVENUE from Pleasants Valley Parkway east to West Street.

MAIN STREET from Ulati Drive to an interchange with U. S. Highway 40.

PENA ROAD running east from Pleasants Valley Parkway on the present alignment of Pleasants Valley Road to Ulati Drive.

CANTELOW ROAD from Pleasants Valley Parkway east to the Winters Freeway.

The following four lane secondary streets are proposed:

VACA DRIVE, a new street paralleling the Southern Pacific Railroad tracks and Browns Valley Road north from Main Street to Cantelow Road.

ALLISON DRIVE, a new street running north from Elmira Road to U. S. Highway 40 west of the Nut Tree and continuing to Vaca Drive.

ELMIRA ROAD east from U. S. Highway 40 to Elmira.

MERCHANT STREET from U. S. Highway 40 to Mason Street.

MONTE VISTA AVENUE west from Ulatis Drive combined with West Street and Mason Street to form a loop around the central district.

MASON STREET from Ulatis Drive to U. S. Highway 40.

SACRAMENTO STREET from Vaca Drive to U. S. Highway 40.

PENA ROAD from Ulatis Drive east over the English Hills to the Winters Freeway.

CANTELOW ROAD from the Winters Freeway to U. S. Highway 40.

Connecting secondary streets are:

ORCHARD AVENUE between Alamo Drive and Pena Road.

ROGERS ROAD between Alamo Drive and Pena Road.

McKEVITT ROAD between Pleasants Valley Parkway and Rogers Road.

PUBLIC FACILITIES

Schools

School population varies greatly according to the age of a neighborhood and the type of homes in it. Tract homes are built at one time, are usually bought by young families, and always have a large child population. Neighborhoods of custom-built homes are developed over a longer period of time by families of varying ages and do not produce as large school enrollments. Older homes usually belong to older families with fewer school age children, and apartment dwellers often have no children.

A thorough study of school needs in the Vacaville Planning Area was made as a basis for the following proposals.

If Vacaville's rate of growth is moderate, 14 elementary schools (grades kindergarten - 6) of 500 students each will be needed when the planning area population reaches 44,000. The General Plan shows 17 schools, each of which would be operating at capacity if its service area were developed within a relatively short period. Existing Alamo, Elm and Hemlock schools should be expanded to capacity on their present sites. Ulatis School eventually should be relocated on a larger site near the center of its service area. Each of the proposed 14 new elementary schools would have a peak enrollment between 590 and 650 and should be located on a ten acre site near the center of the neighborhood. Eventually some of the schools might be operated with fewer than 500 students or older schools might be converted to other uses.

Monte Vista School (grades 7-8) should be retained with the present enrollment of 400 on



↑ Ulatis school above, is one of four elementary schools now in Vacaville. If Vacaville's rate of growth is moderate, 14 more elementary schools will be needed when the planning area population reaches 44,000.

↓ Andrews Park is centrally located and contains 5.7 acres. The General Plan suggests its eventual enlargement to 17 acres by the acquiring of adjacent lands, ninety percent of which is now public ownership.



its substandard 8.7 acre site. Two new 750 student junior high schools will be needed. A 24 acre site on South Orchard Avenue has been selected by the Vaca Valley Union School District. The General Plan indicates a second 20-acre site adjacent to the second high school site on Pena Road. Construction of junior and senior high schools on adjoining sites permits maximum flexibility in the use of classrooms and other facilities.

Vacaville Union High School has an ultimate capacity of 1,200 students on its 28-acre site. A second 45-acre high school site on Pena Road will be needed to accommodate a peak enrollment of 2,100 students.

The California trend toward a minimum of two years of post-high school education indicates that provision of junior college facilities soon universally will be regarded as a local education responsibility. If half of the high school graduates in the planning area attend junior college, maximum enrollment would be 820. Because a junior college might serve students outside the planning area as well, a location near U. S. Highway 40 is desirable. The plan shows a 150-acre site on Pleasants Valley Parkway.

Recreation

Recreation standards are based on needs in Central Valley non-metropolitan areas as determined in a 1956 study by the California Committee on Planning for Recreation Park Areas and Facilities. The recommended standard for a neighborhood recreation park adjacent to an elementary school is 8.1 acres. Facilities would include a playlot, a play area for elementary school-age children, a hobby area, court games, a swimming pool, a picnic and barbecue area, a park area, a quiet area, an area for older people, off-street parking facilities and landscaped areas. Neighborhood recreation parks are shown adjacent to all proposed schools and the existing Hemlock School. Combined with school grounds, recreation areas can be used more effectively and dual use of facilities is possible. Supervision and maintenance costs are lower. The Merchant Street park (on the present public housing site) would serve as a neighborhood center for the Alamo and Elm school neighborhoods. A small playground is proposed between the Alamo School site and Alamo Drive because the Merchant Street recreation park is located at the opposite edge of the neighborhood.

Community parks serve 5,000 to 15,000 persons within one to one and one-half miles. The standard area is 24 acres if adjacent to a junior or senior high school or 37 acres if separate. Immediate needs in Vacaville make adjustment of this standard advisable. Properties which now are in public ownership can be combined to create adequate recreation areas. Andrews Park could be enlarged from 5.7 acres to 8 acres by adding the Ulati Street right of way and the area to the east now used for parking school buses. This would provide sufficient area for immediately needed facilities such as a regulation swimming pool. After Main Street is opened, public housing removed and the Ulati School relocated, a 17-acre site could be assembled by closing College and School Streets and removing about 10 older residences. Development could take place progressively as land became available. Although a larger area would be desirable, Andrews Park has two important advantages. The location is central and more than 90 per cent of the 17-acre site is now in public ownership.

An unimproved 50-acre site along Ulatis Creek east of Ulatis Drive would be a central, easily accessible location for an outdoor theatre and natural park area. Ulatis Park would be connected with Andrews Recreation Center and would face the Civic Center across Ulatis Drive.

Because it is centrally located, the nine-acre public housing site on Merchant Street should serve City-wide recreation functions while doubling as a neighborhood recreation center. A children's museum and a regulation swimming pool are recommended in addition to the usual neighborhood park facilities.

Two community recreation parks are proposed on 24-acre sites, one adjacent to the golf course and junior high school on Pena Road at Pleasants Valley Parkway and one next to the golf course on Vaca Drive near Cantelow Road.

Two golf courses are shown, one on Pleasants Valley Parkway and one on Vaca Drive. The California Recreation Committee's standard is one eighteen hole course on a 160 acre site for each 20,000 persons.

The Pena Ranch on U. S. Highway 40 is proposed as a roadside rest and historical park.

Civic Center

The 15 acre block bounded by Ulatis Drive, Monte Vista Avenue, West Street and Deodara Street is proposed as a civic center site. Part of this area is now used for temporary public housing, part for a fruit processing plant, and part is vacant. The site is adjacent to the proposed central shopping district. Large oak trees and fruit trees make the area particularly attractive. The civic center, Ulatis Park and Andrews Recreation Center would create a border of park-like public areas on two sides of the central shopping district. Multiple use of parking facilities would be possible. The site is large enough to accommodate a city hall, community center, civic auditorium, library, museum and art center, as well as parking and landscaped areas.

Cemeteries

The existing cemeteries on Elmira Road are well located. Adjacent land should be reserved for expansion and for insulation from industrial areas.

Elmira

Growth of Elmira is expected to be slow because it cannot match Vacaville's advantages as a place to live. The Plan shows a maximum population of 500 as compared with a present population of about 250. A well stocked general store and a modern school could be supported by a community of this size.

Airports

One Class III airport will be needed to serve northern Solano County. A 4,500 foot runway capable of handling air freight and feeder service for passengers, as well as private planes, should be provided. The location should be determined after a survey has been made of the entire County north of the Vallejo area. Conflicts with power lines radiating from the Vaca-Dixon substation prevent expansion of the Vaca-Dixon airport. A site southeast of the existing airport is shown on the Plan as a possible Class III airport. Clear zones one-half mile long are indicated at the ends of the runways. Two mile controlled use zones widening to 6,000 feet at the ends are designated, in accord with the recommendations of the President's Airport Commission (Doolittle Report).

The 1,900 foot Nut Tree airport has clear zones of 1,000 feet, the standard for airports of this size. The airport does not conflict with nearby residential areas shown on the Plan.

The 1900 foot paved Nut Tree Airport Accommodates all types of light business and pleasure aircraft.



METHODS OF CARRYING OUT THE GENERAL PLAN

Adoption

The General Plan represents the official policy of the City and the County with respect to the future physical development of the Vacaville Area. After the public hearings required by the State Planning Law, the plan was adopted by the City Planning Commission and City Council and by the County Planning Commission and Board of Supervisors.

The Plan was amended in 1958 to relocate neighborhood O. It will be necessary to amend the Plan again from time to time as physical conditions or public policies change. At least once every five years, and possibly more often if the community is growing rapidly, the Plan should be thoroughly restudied. Some cities have found that annual review of the Plan in connection with the annual consideration of the capital improvement program is a good way to keep the Plan current.

Public Information

The adopted Plan tells the citizen how the City and the County propose to guide development. The merchant knows where he can expect enough customers to support his business. The prospective home buyer knows whether his neighborhood will be protected from through traffic and whether it will be served by a school and a playground. If the Plan makes sense to private land owners their development activities will help carry it out. By demonstrating needs, the General Plan can do much to convince the community that street improvements, recreation facilities or public buildings are required.

Zoning

A zoning ordinance based on the General Plan is the single most important means of translating the Plan's proposals into action. The ordinance regulates use of the land, population densities, land coverage and heights of structures and requires off-street parking and off-street loading facilities. The ordinance consists of a map showing the various land use districts and a set of regulations, standards and administrative procedures.

The General Plan is a long-range guide for future physical development, while the zoning ordinance is a relatively short-range regulatory measure. The zoning map will never look the same as the General Plan because it must be more detailed and must reflect present conditions more closely. For instance, placing all outer neighborhood areas shown on the General Plan in a residential zoning district at this time would not encourage orderly development. All amendments to the zoning map should be in the direction of conformity with the General Plan as of the date of the change.

The proposed new City Zoning Ordinance is based on these principles. It is far more refined than the old ordinance. In place of three different types of districts, there would be fifteen: two agricultural, six one-family residential, two multi-family residential, four commercial and three industrial districts. A number of modern zoning techniques would be introduced. The new zoning map takes the first progressive step toward realization of the General Plan. The zoning pattern under the County's proposed new ordinance should be suitable to carry out the Plan's proposals in unincorporated areas.

Subdivision Regulations

A subdivision ordinance regulates the development of private lands by prescribing standards for street location and design and lot size and design in new subdivisions. Modern subdivision laws also require that sites be reserved for necessary public facilities, that natural assets of the land be conserved, and that street trees be planted. A subdivider is free to submit any design for the layout of a subdivision which conforms with the minimum standards prescribed by the ordinance, but the Planning Commission may require that changes be made to gain a more workable plan or a better looking subdivision.

The City and County subdivision ordinances should be reviewed to determine whether changes are needed to ensure that new developments conform with the standards of the General Plan.

Official Plan Lines

When precise alignments and rights of way for streets shown on the General Plan are determined, official plan lines should be established as provided in the State Planning Law to prevent buildings from being constructed in the rights of way.

Referral

All development projects of the legislative bodies and other public agencies should be referred to the planning commission having jurisdiction for a report on whether the proposal is in conformity with the General Plan. State law requires school districts to refer proposed site purchases to the planning commission for recommendations. Other matters which should be passed on include purchase or sale of land, opening or closing of streets, building projects and regulations affecting development.

Capital Improvement Review

The chief executive of the city or county has the duty of preparing a list of needed public improvements, according to priority, which is recommended to the legislature for inclusion in the annual budget. The capital improvement program usually separates projects proposed for the first year and those proposed for the succeeding five years. Costs and sources of financing are indicated. It is the duty of the planning commission to review all projects and to determine whether they are in conformity with the General Plan. The planning commission should also suggest additional projects which it believes are needed. In order to avoid duplication or conflict, it is desirable that all public agencies, including school districts, sanitary districts and other special districts, submit their capital improvement projects for review.

Urban Renewal

Under the Housing Act of 1949 as amended in 1954, the federal government will provide financial assistance to communities for conservation or rehabilitation of declining areas or



Vaca Valley will be the second area downstream from Monticello Dam to receive water via the Putah South Canal pictured here. Water will be pumped out of the canal and up to Vaca Valley to serve all agricultural lands

below elevation of 250 feet above sea level. This will provide a firm water supply for orchards in this area some of which rely only on rainfall at this time.

U.S. BUREAU OF RECLAMATION PHOTO





Lawrence Livingston Jr. Planning Consultant.

The General Plan Advisory Committee performed a valuable service in assisting the Planning Commissions to formulate the objectives of the plan. In response to a call for volunteers, sixty six people from all parts of the community assisted in the development of these objectives. Harold Youngblood, at left, guided the committee as its chairman.



The General Plan Committee of the City and County Planning Commissions composed of Richard Rowe, Robert Meyer, Blenden Nelson, Don Birrell and Robert Power reviewed the report and transmitted its conclusions with minor modifications to the Consultant as objectives to be expressed in the plan.

clearing and rebuilding blighted areas. In order to receive federal aid the community must have a general plan and an active program of blight prevention. If more than 50 per cent of the project area is in residential use or if the major proposed use is residential the federal government will pay two-thirds of the difference between the cost of acquiring and clearing the land and the amount received when the land is resold for development in accord with an approved project plan. The remaining one-third must be paid by the city or county but may be in the form of capital improvements to serve the project area. Temporary public housing projects such as those in Vacaville are automatically classified as "blighted" by the U. S. Housing and Home Finance Agency. Under the California Community Redevelopment Law, property also may be condemned for projects which involve only commercial or industrial land, but no financial assistance is available.

Since adoption of the Plan, the City has created a Redevelopment Agency. The Agency has made application to the federal government for funds to finance planning a redevelopment project in the central district.

Special Assessment Districts

Assessment districts provide a means of financing public improvements of direct benefit to property owners within a limited area. A usual method of financing off-street parking facilities is by taxation of benefited property through an assessment district. Parking meter revenue is sometimes used to lighten or to eliminate the assessment. General fund money may be used to provide parking if the city council decides that the cost should be distributed among all city taxpayers. Another alternative is for private property owners to provide parking without public assistance, either on an individual or a cooperative basis. But without the power of eminent domain, it may be difficult if not impossible for them to acquire properly located land for off-street parking. The assessment district procedure makes it possible to condemn land if necessary.

Annexation Policy

The City can control urbanization by its decisions on annexation and extension of services necessary for urban development. The General Plan shows which areas should be developed, indicates a sequence of priorities and provides a basis for computing the net cost of an annexation by comparing anticipated revenues with the cost of extending City services to the new area. All services, including water supply, sewerage, street maintenance, schools, recreation facilities, library service, health service and police and fire protection, should be taken into account.

The problem of providing urban services to the outer neighborhoods can be solved in any one of three ways. The neighborhoods can be united with the City when they are ripe for development by means of "cherry-stem" annexations, just as many outlying areas have been annexed to California cities. The second alternative would be for the City to annex the intervening undeveloped territory as well as the outer neighborhood. (In this case a way should be found to exempt rural property from taxation to pay for urban services.) Another solution would be for the

outlying neighborhoods to remain unincorporated but to form community service districts to finance services which would be provided by the County or by the City under contract.

Role of the Citizens Committee

The General Plan Advisory Committee performed a valuable service in assisting the Planning Commissions to formulate the objectives of the Plan. But the Committee could play an even more important role now that the Plan has been adopted. Citizen support will be needed if appropriate effectuating ordinances are to be enacted by the City and the County. The Committee could form the nucleus of a permanent Vacaville Planning Association dedicated to ensuring that the future development of the area conforms with the Plan and future amendments to it. The Association could act as a watch-dog, making sure that all public projects were referred to the Planning Commission for recommendations. The activities of the Association could include the promotion of private cooperative action and the encouragement of private gifts to make appropriate projects possible. Citizen's planning associations in larger cities, such as San Francisco, New York and Philadelphia, have performed these functions for many years. There is no reason why a Vacaville Planning Association should be any less effective.

South end of Vaca Valley near the point where it opens into the Sacramento Valley shown in the distance.



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Richard E. Coffey, Vice Mayor
Arnold Clark
Dr. Roy J. Cobble
Etheal C. Gilley
Robert H. Meyer, City Administrator*

Board of Supervisors

Raymond Church, Chairman
William F. Goheen
Colon O. Kilby
Anthony L. Lopes
Delbert A. Mowers

City Planning Commission

Don Birrell, Chairman*
Patrick Heffernan
Mrs. Cathy Marshall
James McCrory
Mrs. Leila McKevitt
Glenn Miller
Robert Pokorny (Appointed Jan. 1, 1957)
Michael Gonzales (Appointed March 1, 1957)
Kenneth I. Rigby* (Term expired Jan. 1, 1957)
Clyde Penaluna (Resigned March 1, 1957)

County Planning Commission

Lowell Nelson, Chairman
John Aye, Vice Chairman
William Brennan
Victor Raahauge
Barney Russell
Robert Power*
Richard Rowe*
Kenneth Jones, County Counsel
William Jones, County Engineer
Ellard Williams, County Assessor
Blenden G. Nelson, Director-Secretary*

* Member of Vacaville Area General Plan Committee.

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General Plan Advisory Committee

Harold Youngblood, Chairman
Dr. Paul R. Nielsen, Vice-Chairman
Mrs. Maurine Hurlbut, Secretary pro tem
Mrs. Irene Martell, Secretary pro tem
Felix Rodriguez, Press Representative

Agriculture Sub-Committee

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| Bud Caughy | Mike Gonzales |
| Earl C. Campini | John Grima |
| Warren Hughes | George W. Spengler |
| Oscar Madson | Mrs. Lucille T. Spengler |

Parks & Recreation Sub-Committee

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| Tony Gonzales | Carroll S. Mundy |
| John E. Arlington | Mrs. Doris Lovelace |
| Herman Bascherini | Mrs. Lois Sherwood |
| Mrs. Dorothy Dietz | Melvin Sherwood |
| Clarence L. Garrett | Mrs. Helen Stephenson |

Civic Development Sub-Committee

| | |
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| Keith L. Cole, Secretary | E. G. Savides |
| Mrs. Edna Daniel | Mrs. J. R. Woodruff |
| Olan Engell | Carl Hoffman |

Expansion Sub-Committee

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| Mrs. Frank H. Buck | Dr. Paul R. Nielsen |
| Robert S. Christensen | R. E. Nunn |
| Leland Collins | Mrs. Frank Nutley |
| Robert Pokorny | Mrs. Michael Pouls |
| Michael Pouls | John Rico |
| Fred Holub | |

Appendices

Results of technical planning studies were summarized in appendices to the unpublished version of this report. The subjects covered were surveys, retail sales, agricultural production, land use, traffic counts, schools, population distribution, industrial land requirements, street cross sections, recreation and civic center facilities and sanitary landfill disposal. Copies of the appendices are available upon request at the Vacaville City Hall, Vacaville, California.

Adoption

Vacaville Area General Plan:

Adopted by the City of Vacaville ----- August 27, 1957

Adopted by the Solano County Board of Supervisors Oct. 15, 1957

Vacaville Area General Plan prepared by

Lawrence Livingston, Jr.
City and Regional Planning Consultant, San Francisco

Printed report designed by

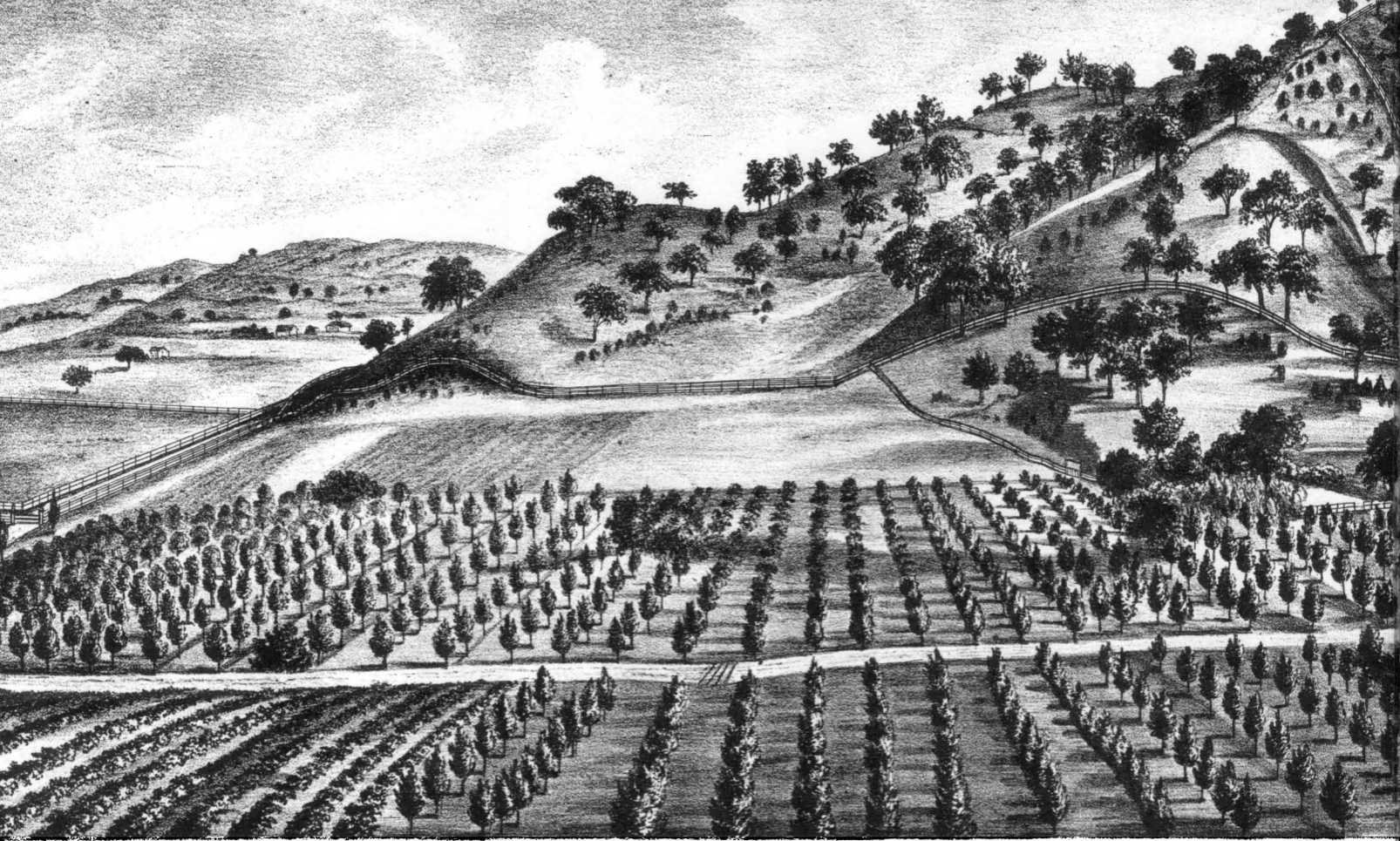
Don R. Birrell, Vacaville

PHOTOGRAPHY — Kurt Scheunemann, Vacaville

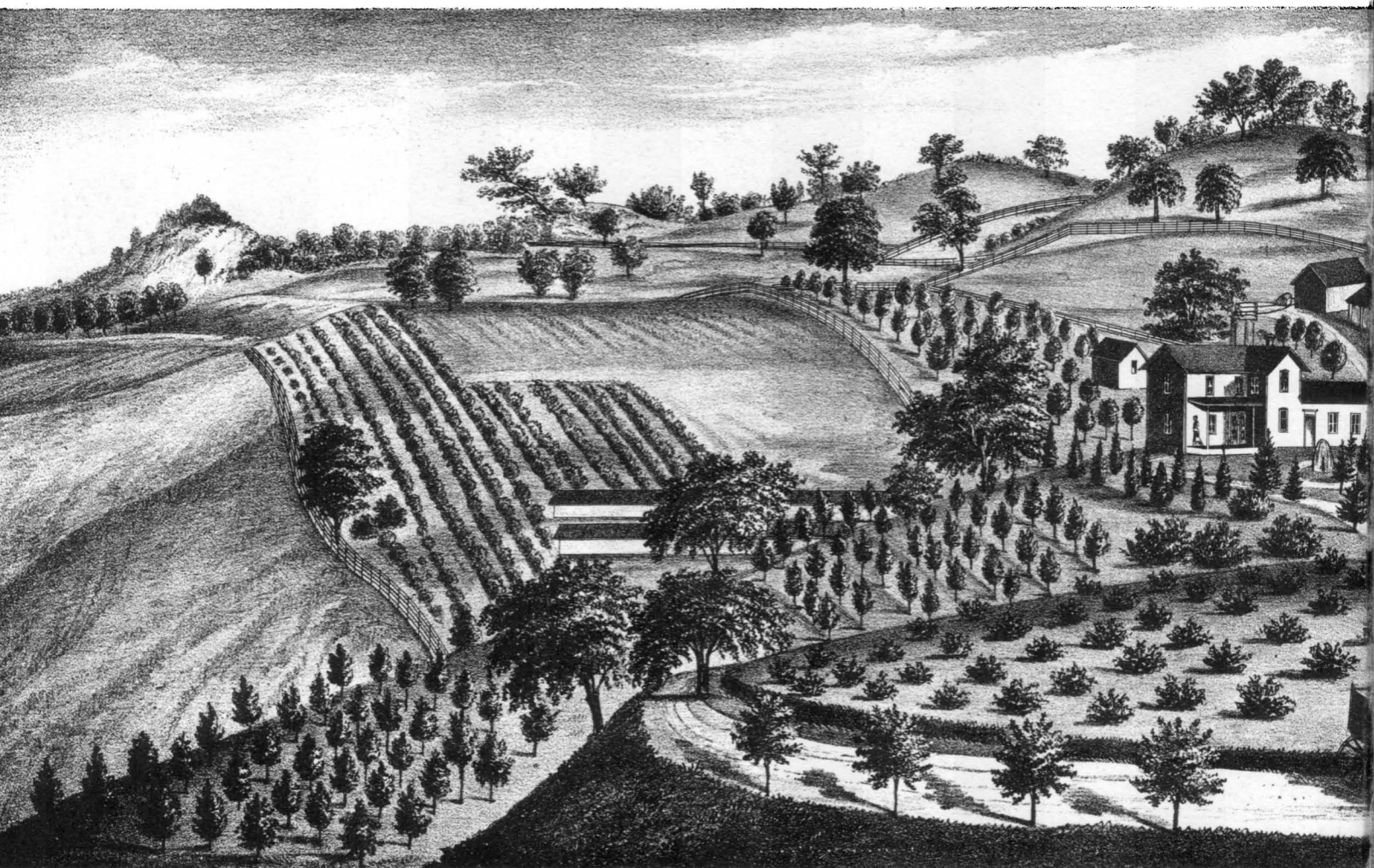
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"CHERRY GLEN FARM", RESIDENCE OF J.M. BASS



RESIDENCE OF W. CANTELOW, PLEASANT VALLEY



ED JR. WIFE AND SISTER, VACAVILLE, SOLANO CO., CAL.



SOLANO COUNTY, CALIFORNIA.

Early drawings of prominent fruit producing ranches in the Vacaville area. (Thompson and West 1877).

